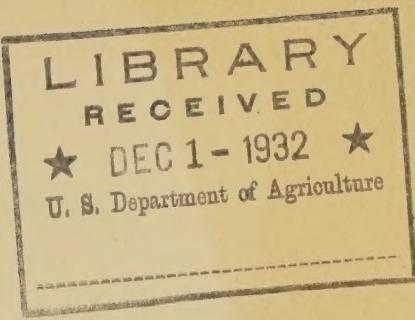


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COMMENTS

on

REPORT OF
THE COMMITTEE OF FEDERAL-STATE
RELATIONSHIPS
IN
AGRICULTURAL RESEARCH

(Report adopted November 17, 1931, and
submitted to U.S.D.A. by Executive Committee of the
Ass'n of Land Grant Colleges and Universities)

Approved by the Bureau Chiefs of the U. S. Department of
Agriculture October 6, 1932, at Washington, D. C.

TO THE
LAW-SCHOOL TO WHICH THE
COURT APPEALS
A
PRIMER OF JURISPRUDENCE.

THE LAW-SCHOOL IS AN INDEPENDENT INSTITUTION
AND IS NOT SUBJECT TO THE CONTROL OF GOVERNMENT
(GOVERNMENT HAS NO CONTROL OVER LAW-SCHOOL).

THE INDEPENDENCE OF THE LAW-SCHOOL IS NOT TO BE CONFUSED WITH THE INDEPENDENCE
OF THE INSTITUTION FROM GOVERNMENT, A POSITION WHICH IS ABSOLUTELY UNDILIGENT.

DISCUSSIONS AND RECOMMENDATIONS

ON

FEDERAL-STATE RELATIONSHIPS IN AGRICULTURAL RESEARCH

The report and recommendations on Federal and State relationships prepared by a committee of State experiment station directors, approved by the Experiment Station Section of the Association of Land-Grant Colleges and Universities November 17, 1931 and submitted to the Department by the Executive Committee of the Association, has received careful and deliberate consideration.

The special committee therefore is requested to review the following brief outline as promptly as may be possible and advise the Department whether the committee would prefer to arrange for a discussion of these important questions during the meeting of the Association.

There appears to be a peculiar responsibility for sustaining co-operative work which cannot be shouldered adequately by individual State experiment stations. At present there would appear to be no coordinating agencies through which the State experiment stations could function cooperatively in national problems if the Department were to revise and reduce its research plan to the more or less local viewpoints required of the State Agricultural Colleges or other State institutions. Before discussing any details of the special committee on Federal-State relations, it should be noted that the Department is in entire sympathy with the primary objective of the report regarding the widening of effective cooperation and coordination between the State stations and the Department, and also between State stations themselves.

The assertion of a certain definite Departmental responsibility for leadership in wide regional problems of agricultural research is not an implication of any superiority of the Departmental staff and is not in any way derogatory to the research work of the State institutions. It is recognized that brilliant researches of national or international importance have developed under either form of organization but this is to be credited perhaps more to the resourcefulness and brilliance of the individual investigator than to the regional scope of the institution to which he is attached. The record of the past decade, however, has shown rapid and effective development of regional research plans, developed largely as a result of the coordinating activities of the Department.

In the formulation of State research projects it frequently will be found that regional, national and international aspects of the problems must be considered for effective solution. It would appear desirable for research workers to set up such projects in a way to draw in these broader phases, and at the outset to arrange for such cooperation between State and Federal institutions as would most effectively further that project.

The organization of agricultural research is the sole question under consideration at the present time, but the intimate relation that should exist between the research and extension work of both the Department and the State Stations makes it impracticable to adequately consider the development of Federal and State cooperation in agricultural research without reconsidering and perhaps to some extent realigning the Federal-State procedures in cooperative extension. The manner of developing the purely State contacts between the Station and Extension forces in the different States varies widely and where different plans or policies are developed by State extension forces of the same general region, the Department might well act more fully as a correlating agency in facilitating the utilization of the most promising research under way in the States or the Department. The development of a unified extension program in the Western States during the past ten years provides an excellent example of the possibilities of Departmental and State correlation. The national and regional outlook reports afford another illustration of effective cooperation between Federal and State research and extension agencies.

With a steadily increasing realization on the part of extension leaders that the continued effectiveness of extension activities must be determined by the effectiveness of the State or Federal research work behind them, it would appear advisable to recognize the mutual responsibility existing between the research and extension activities from both the State and Department standpoint and to broaden the present consideration of the most effective procedures for increasing the value to the Nation of State and Federal research by considering jointly the questions of national and regional responsibilities as contrasted with State or local responsibilities simultaneously for both extension and research.

While not the primary reason for urging the consideration of these inter-related problems, it might be noted that, although not specifically referring to the present plan of Federal-State relations existing on extension work, apparently the recommendations of the report are more or less similar to those plans which are now followed in extension work. In other words, there exists the possible implication that a part of any dissatisfaction with the existing plans of Federal-State cooperation in agricultural research may be due not to these cooperative plans in themselves but to their being very different from the plans in effect in Federal-State cooperation in extension.

Regardless of whether or not this last assumption may be correct, it would appear unavoidable that more satisfactory and more lasting plans for constructive cooperation between the Department and the State institutions would be developed if a more thorough study of the mutual problems involved could be undertaken as suggested.

In explanation of the situation that now attains it may be pointed out that the establishment of the Department as a research agency long antedated the founding of the State experiment stations; that the funds appropriated to the Department for research are about equal in amount to the research funds available to the States from both Federal and State sources; and that the Department has a definite mandate from Congress to conduct research looking toward the solution of national or regional problems confronting agriculture. On the other hand, while extension work was begun by the Department and by the States independently, a definite mandatory basis for cooperation was soon established by the passage of the Smith-Lever Act with payment to the States of large amounts of Federal funds to be matched by the States but with quite limited funds appropriated directly to the Department. Both historically and financially, therefore, the relationship between the Department and the States in research and in extension is essentially different.

The following specific comments upon the report of the special committee are made for your consideration as a basis for further conference with the executive Committee or its special committee, or for discussion at a session of the Land Grant College Association if that appears to you preferable:

Present Status of Federal-State Relationships

On behalf of the Department most hearty agreement can be expressed regarding the statement in the report by the State agencies that:

"In general, mutually cordial and helpful relations exist between the Federal and State agencies, and there is constant improvement in the administration of the details of cooperative research."

The Department can agree also with the purposes set forth by the State agencies in their report and recommendations. There is general recognition in the Department that development of effective cooperation between the Federal and State agencies will promote the most satisfactory progress both in fundamental research and in procedures for utilizing the results of research in application to agricultural problems and practice to the best interest of the national public, which is the purpose of the research in question.

The State report, however, as indicated by the authors, "necessarily considered Federal-State relations from the point of view of the State

experiment stations." Much might be written from the Department viewpoint on the individual sections, but the purpose of most effective co-operation will be best served by review of the few sections which are fundamental to workable understanding on the remaining questions and which may necessitate Departmental variations from the State station viewpoint as set forth.

Function of U. S. Department of Agriculture in Research

According to the State report:

"The majority opinion in the (State) stations is that the primary research function of the Department should be to act as a correlating agency in the prosecution of national and regional problems; and that its activities should strengthen and supplement rather than duplicate or supplant, those of the State experiment stations."

Clarification of understanding and statement on this point of major principle is fundamental to agreement and recommendations regarding cooperation and procedures governing cooperative relations. From the Federal point of view the following are matters which cannot be ignored in meeting the Federal Department responsibilities:

1. Much of the research of the Department is a part of or has a primary responsibility of assisting in the carrying out of non-research public service functions, assigned to the Department by Congress.

As examples:

(a) A substantial part of the research of the Forest Service is primarily an aid to the major and exclusive responsibility of administering 160 million acres of national forests.

(b) Research of the Biological Survey is largely an aid to the major regulatory and administrative public service functions, national in scope, assigned by Congress in connection with wild life of the nation.

(c) Departmental research in chemistry, entomology, and plant industry frequently has a primary obligation for such studies as may be necessary for the Department to best meet administrative and regulatory responsibilities assigned in connection with foods and drugs, plant quarantines and other acts.

(d) Research in animal industry may be necessarily planned and carried out to assist in specific problems involved in the administration of the many Federal acts assigned to this bureau for administration.

(e) Research in agricultural economics must necessarily deal with the technique of estimating crop production, reporting market information, developing the basis for Federal standards for farm products, and various types of investigations required in the administration of such acts as the Perishable Agricultural Commodities Act, the United States Warehouse Act and other regulatory measures. Aside from this, such acts as the Foreign Agricultural Service Act inevitably lead into research dealing with foreign tariffs and other trade barriers and price influencing measures adopted by other countries as to their effect on interests of our producers. Appropriations for all this work contemplate regional, national, and international problems related to agriculture and the research is necessarily planned accordingly.

Granting a maximum spirit of cooperation, the Department cannot properly modify such research or transfer its administration to meet local, State, or regional programs beyond modifications consistent with primary responsibilities to the people of the Nation as assigned through Congress.

2. The research activities of the Department cover subjects not assigned in all States to the agricultural experiment stations. Some States specifically assign to other agencies research on problems under investigation by the Department. In other cases the agricultural experiment station is not actively interested in research activities requested of the Department with some insistence by State departments of agriculture, State extension services, agricultural organizations or individuals of the State. Insistence by the Department that its research activities in such cases must be with the State agricultural experiment station only and that it merely strengthen and supplement the State research might be impractical and unwise. Until the State organization and cooperation of State agencies are perfected to the point that all State activities and interests in agricultural research are cleared through one authorized agency, the Department will be confronted with the necessity of meeting its own national and regional responsibilities and adjusting as far as practicable to the individual case variations within a single State and variation in situations as among States.

3. Some research of the Department is more closely related to research of institutions, agencies, or individuals not receiving financial support from the States than to the work of the State agencies. For the Department to formulate and adopt a policy restricting cooperation in all research to the State stations, or State agencies, only would be doubtful as to authority and not in the best interests of agriculture or of the people as a whole who look to the Department for solution of the problems in question.

It would be comparable to the State station refusing to cooperate with agencies outside the State unless they are State or Federal agencies. As examples: The Biological Survey might with advantage to all interests have cooperation with the O. L. Austin Ornithological Research Station; the Bureau of Animal Industry and the Bureau of Entomology cooperation with medical research agencies; Entomology cooperation with exporters of tobacco; Home Economics or Agricultural Economics with the Social Research Council; Forest Service cooperation with a number of agencies having funds, authority, and leadership in forestry; Chemistry cooperation with industrial organizations on problems of general value to all States and all the people rather than to any one State or region.

4. Not infrequently Congress, without request from the Department, provides funds and assigns to the Department the responsibility of establishing a permanent station or undertaking solution of a specified problem, in a given locality but of regional or national significance. In such cases the Department is held accountable not only for funds but specifically for results. Under such conditions the Department might find it impossible to undertake only such work as would supplement what is being done in the State or region involved.
5. Federal funds are available primarily for national and regional problems and for one year only. Reduction in funds, solution of the problem undertaken, or the necessity of undertaking additional studies not infrequently requires change of plans which may reduce cooperation for a given State and necessitate concentration of Federal efforts on a phase of the project of major regional or national importance at the expense of phases of most immediate interest to the individual State.
6. Correlation of Federal-State research on national or regional problems may necessitate acceptance of a general plan, at least by some of the States concerned, and adjustment of individual research accordingly rather than adjustment of the national or regional plan to the individual State. Otherwise the effort might be a cataloguing of research under way rather than correlation.

Experience of the Department indicates that even under a most hearty spirit of cooperation on the part of all State and Federal agencies the task of correlating is a difficult one where many stations and conditions must be reconciled. As a consequence, correlation may require compromise on the part of individual agencies, both State and Federal. Such compromise should not be interpreted or looked upon as attempt at domination by the Federal agency, or this agency and one or more stations. Recognition of this point and the difficult position of any one agency as correlator where 50 State stations may be involved, and frank presentation of the individual situations and work to be correlated should minimize sacrifice on the part of individual agencies. Such correlation without some sacrifice of individual leadership and plans can hardly be expected.

The key to the situation is mutual understanding and confidence. This will be promoted by recognition, on the part of all agencies and individuals, that the State stations and the Department together make up a national research agency for agriculture and accordingly that effective correlation merits impartial efforts of all. Leadership and functions are best decided for the individual problem considering the restrictions on funds as well as best interests of research and public service.

7. Regardless of differentiation as to functions and the formulation of rules of procedure, the important factor of people must be considered in a practical way as regards:

(a) Both the national and State agencies were created and are maintained for the solution of problems and in the end the people as a whole are concerned primarily with this solution in the most effective and economical way and may necessitate, through legislation or otherwise, a departure from procedure agreed upon.

(b) Personalities, institutional and State policies and rulings, and facilities and funds of the State stations, fifty of them, are quite as much factors to be reckoned with and adjusted as are these same elements of the Federal Department. The theoretical may not always be the most practical and effective for the individual case.

(c) No doubt individual cases have arisen, perhaps now exist and will arise in the future, where this human factor, the public or the research workers, dominate announced policy and most desirable cooperation. This factor is always a potential barrier to theoretically perfect relationships. It exists, and is quite as much a barrier in the State organizations as in the Federal. Frank joint recognition of this point is a first essential to harmonious relationships and to working out of maximum effective cooperation. The State report repeats that as a whole relationships are good and are improving. Some points of policy no doubt need clarification, but the obvious fact that much of the remaining difficulty is due to individual cases rather than general policy should be clearly in mind in working for further improvement. A new leg of policy may not remove the cause of the sore toe.

The foregoing items illustrate the complex situation which calls for mutual understanding and confidence operating under broad rather than narrow principles of policy in Federal-State relationships in agricultural research.

National Programs in Research

On this subject the report representing the State stations makes the point that national cooperative projects, in some cases at least, have meant complete subordination of the stations, and have resulted in State workers becoming merely assistants to carry out instructions of Federal men.

The major undertaking in the way of national cooperative projects resulted from plans developed at the St. Louis Federal-State conference following the passage of the Purnell Act in 1925. It is our understanding that State station directors quite as much as the Department representatives believed that a real effort at correlation in a national way should be attempted on certain major questions which were agreed to by the conference. Committees were designated to represent both State and Federal agencies in guiding the development of such research.

The effort at correlation and cooperation on the questions agreed upon was doubtless entered into with all sincerity. However, without the State report naming the specific individual projects in which there has been "complete subordination of the stations," the assumption is that some of the difficulty complained of has grown out of these jointly planned national cooperative projects.

In fairness to the Department as well as to the State stations, we venture the suggestion that part of the difficulty has arisen from lack of definite and uniform understanding as to the relationship and especially the obligations of the individual State stations and research units of the Department under the designated national projects.

A few station directors at least assumed, in our judgment correctly, that the national project outlines were to serve them as a basis for correlating their station work on these particular lines with national plans agreed upon by the respective committees of specialists as far as practicable and still meet State needs. These directors did not consider that the adoption of the national project made mandatory, or even a matter of good sportsmanship, the acceptance of the project outlines in detail or the allotment of funds to such projects against their judgment. Consequently, in some cases at least, there was no feeling of subordination.

On the other hand, there is indication that some research workers, State and Federal, and perhaps directors, assumed that the adoption of the national projects called for allotment of funds to these projects and acceptance of outlines. Where cooperation was thus accepted as mandatory, in a measure, there naturally would be subordination of the State agency.

In part the difficulty in these projects, as in other similar cooperative undertakings, lies in the fact that some individual or agency must assume responsibility as a clearing house in bringing the suggestions

and results into some unified whole. Whether this results in subordination of parties to such cooperative efforts, either State or Federal, will depend upon agreement as to set-up for the individual undertaking, followed by frank discussion and agreement between and among the State and Federal representatives during the investigation and in final analysis of the data.

The key to improvement in relationships in this regard, in our judgment, is first a more whole-hearted recognition by Federal and State agencies that all parties are primarily interested in effective solution of the problem in question; second, frank negotiations until satisfactory agreement as to plans and respective responsibility and work is reached; and, third, frank, prompt questioning of the individual whose action is contrary to agreement and appears to be in the nature of domination.

The statement of the State committee report that "national research programs should be built from the ground up rather from the top down" may be entirely logical in some cases and not logical in others. Factors of State objective, plan, architecture and materials consistent with national scope and objective are important. State origin of cooperative research where it grows out of local conditions is an advantage rather than a disadvantage to the Department, as it assures sympathetic understanding and support when undertaken. On the other hand Federal origin of cooperative research which grows out of problems so broad in scope that they are beyond the solution of any one State should be of distinct advantage to the individual States by making available the regional, national or world viewpoint and facts needed for a solution of the State phases of the problem.

The fact that the Department does not enter into cooperation proposed by a State, even on a problem of national scope, should not be interpreted as lack of interest. Funds, authority, relative merit compared with many other requests of similar nature are the deciding factors. The Department's policy, as we understand it, is one of active interest and of participation where consistent with funds, authority and specific responsibilities of the Department. The fact that there is such active cooperation with one or more States on each of 1,100 investigations is evidence of adherence to this policy.

With 50 separate State stations, each representing a different set of conditions, difficulty will be met in carrying out an investigation of national scope without first, specifications adequate to the national problem and, second, some central agency with both authority and funds. Both authority and funds will be needed to strengthen or fill out the program generally agreed upon in places, or on special phases, where the State agencies are not prepared to undertake the work. This would appear consistent with what the State committee has in mind as supplementing and strengthening by the Federal Department. The differences seem to arise as individual cases in carrying out these basic requirements of research national in scope without some sacrifice of individual leadership.

The task is to work out relationships consistent with the responsibilities and limitations of the Federal Department in a national regional and local sense and as nearly as possible maintaining individual integrity of the State station without subordinating the main purpose--(Service to the Public)--to organization either Federal or State.

Overorganization of Research

The Department may well express agreement with the principle that research can be overorganized to the detriment of initiative and productivity. As a practical matter, however, certain generally accepted facts must not be ignored in research work financed by Federal and State funds:

1. The funds are made available for the solution of rather definite problems and not wholly for the purpose of adding to the sum of human knowledge as in the case of much endowed research.
2. The problems for solution frequently call for application of several sciences rather than one scientist alone in his workshop.
3. In the absence of organization, individuals must assume the burden of responsibility for cooperation and correlation necessary to solve the problem in its entirety rather than piecemeal at the convenience of individuals. To the extent that the individuals fail in this regard, the public in turn requires organization and the danger of overorganization becomes a factor.

The extent of standardization of research advisable varies with the scope and character of investigation. Cotton grades and standards have international application and agreement as to research as a basis for grades and standards is more vital than for research on improvement of a forage crop which may have a number of local factors to meet in addition to generally accepted comparative data. Certain projects in economics to meet the problem or service in question may require agreement as to scope, methods, and timeliness. Other investigations in the same field may have local phases which should take precedence over standardization for purposes in a wider field.

There is danger of generalizations against standardization due to influence by personal views regarding individual freedom versus cooperative effort. In the interest of maximum service, administrators and individual research workers should avoid timeworn generalizations by purposeful scientific method of determining the plan best suited to the objective, scope, funds and personnel of the research in question. If a proposal for standardization or nationalization will not stand this test it should not be adopted. If it does stand this test, state station directors will naturally wish to adjust their research accordingly to the extent consistent and practicable. There should be no coercion.

On the other hand, if the Federal Department, a State station, or any other agency is assigned full responsibility for solving a given problem and is responsible for both funds and results involved, such agency cannot fairly be expected, and should not be coerced, to adjust plans further than those who must bear the responsibility can reasonably justify.

In the last analysis organization and standardization are means to an end and should be governed by rather than dominate the purpose and needs of the problem in question. This principle applies to the Department, State stations, and to individual research workers. Organization of research on any other basis should be guarded against. There should be full opportunity for analysis of the case and agreement on organization and individual responsibilities and relationships for the individual cooperative undertaking. Under present policy this is intended. But perfection in the individual application of such policy is unavoidably a matter of evolution. Cooperative agreements are not signed until the director and bureau chief have indicated agreement by signature. The matter then becomes a question of administration to maintain understanding of the cooperative relationships and to maintain morale of the research workers. No amount of overhead policy is an effective substitute for this administrative responsibility. Therefore, agreements should not be signed until the administrators are prepared to carry them out in an active rather than a mere acceptance spirit.

Nationalization of Research

On this question, Nationalization of Research, there is need for mutual understanding followed by mutual confidence and effort to avoid unwarranted generalization or unwise criticism. The public as a whole can hardly be expected to fully understand the interrelationships or the reasons for what may seem to be assumption of leadership by the Department, by a State agency, or by an outside agency in cooperative efforts. There should be a clear understanding among responsible administrative heads of Federal and State agencies. This should be followed by administrative heads in each agency seeing to it that the individual workers, with whom unwarranted conclusions and criticisms frequently originate, fully understand relationships agreed upon and carry them out with mutual confidence, fairness, and loyalty.

There certainly is no intention, on the part of the Department, that the ultimate outcome may be "more or less complete nationalization of agricultural research, with Federal bureau administration throughout the United States." Not only would this be undesirable, but it would be hazardous as to continuation, and not the most effective way of serving the public nationally, regionally, and locally.

On the other hand, there should be frank recognition of the fact that more problems are taking on regional, national, and international aspects. This means a growing demand for answers which serve in a regional, national and international way. There is increasing public

sentiment against being referred to many agencies for uncombined facts about major commodities. This change, combined with the national policy of increasing aid to agriculture in the interest of the nation, has had most to do with any change in status of the Department as a research institution. Thoughtful observers should not mistake these trends for any studied effort to federalize agricultural research at the expense of state stations.

We agree with the State committee that "much of the progress that has been made thus far has been due to the fact that we have had separate State experiment stations in addition to the United States Department of Agriculture." The success of the State stations, on the other hand, has been a factor in the liberation of the Department's research activities from centralized confinement the past decade as mentioned in the State committee report. People of the States have come to rely more and more upon the research work and, to strengthen the work in the State, have appealed for Federal help to lighten the financial burden of the State.

Review of deliberations prior to the passage of the Hatch Act indicates that in the establishment of State experiment stations by joint Federal-State support a national system was in mind. Experience over the years, and especially the past decade, indicates that the logical development will probably be the continuation of the State and Federal resources in a national system for agricultural research. A national system, however, should not mean a federalized system with bureau domination. Nor should it mean 48 separate State systems each deciding what should or should not be done within its borders on national aspects of problems.

The State committee position as to the probable disadvantages of a Federalized system is well taken. It is our belief, however, that the State committee report does not recognize the full extent of the national aspects, the corresponding need and responsibilities of a central national agency, and the impracticability of the Department in this central agency capacity becoming merely an advisor and contributor on national problems.

The more logical objective appears to be a national rather than a Federal or State system, the Federal bringing to the cooperation broad, unbiased views as to national aspects and adjusting its research on these aspects to meet the State organization and problems as far as practicable, and the State agency maintaining its own integrity as regards State problems, and the application of national findings to State conditions, but recognizing that national aspects and Federal expenditures cannot be entirely divorced from national and Federal administrative responsibility. Effective cooperation in the end will depend upon mutual confidence and mutual determination to make adjustments as required to best meet the objective of public service.

Recommendations

While we are in full accord with the general objectives set forth in the State station report, analysis of its recommendations in relation to the work and responsibilities of the Department indicate, in our judgment:

- (a) That the recommendations are too all-inclusive. They might well be approached for work of the Department within a State and within the field of the State station work. But the research obligations of the Department as assigned by Congress are broader and in part supplemental to nonresearch functions outside the field of most State stations.
- (b) If work is to be cooperative and each agency meet its responsibility for funds and results, the integrity of the Federal agency is a matter of importance just as is that of the State station. Federal accountability for funds as measured by audit and by results is unescapable. Therefore, the recommended procedure for the Federal agency should logically be applicable, in large part, to the State agency. Applying this reciprocal arrangement as regards announcement of new work, furnishing outlines, progress statements and participation of the Federal Department in plans and credit on national phases of State research, whether or not Federal funds are contributed, would involve restrictive routine out of proportion to net results in the public interest, as would strict application of this procedure to the Federal activities relating to States. A less cumbersome procedure, based upon mutual understanding and confidence, would seem desirable.
- (c) There is general agreement that real progress has been made in the direction of effective cooperation and that as a general rule working relationships are harmonious and helpful. In view of this fact, the further fact that arrangements are at times taken out of the control of both the Federal and State agencies, and in order to avoid overorganization, which necessarily limits the freedom of negotiations among research workers, a further effort to improve cooperation under a working arrangement, based upon broad principles rather than too restrictive specifications, would be effective. As administrative heads we stand ready to negotiate with the State stations, in line with such broad principles, practical adjustments to meet the spirit of their recommendations as far as consistent with obligations placed upon our respective bureaus. This suggestion we believe to be wholly in line with the fundamental statement of the State report that, "unless there is mutual understanding and confidence beyond that which may be put in writing, the project seldom goes forward."

As a substitute for the recommendations of the State Committee report, therefore, we recommend the following:

1. Research on projects within a State and within the authorized State station field of research.

The Department will develop its research within a State on projects which are within the authorized State station field of research in cooperation with the State experiment station, with the understanding that such investigations within the State will be jointly considered and planned to assist in meeting State needs as far as practicable but with the further understanding that the State representatives will maintain a sympathetic helpfulness in assisting the Department to plan and carry out such part of the investigations as may be necessary to coordinate with regional and national research and obligations of the Department.

The State station will be given public credit for arranging the cooperation in the interest of the State and the use of results and recommendations as applying to the State will be left to the State station.

With these safeguards to clearly maintain State station recognition with the State public, project leadership should be decided upon the basis of character of research, relative significance of State and national aspects, personnel available, and relationship of the research to any coordinated undertaking involving more than the one State.

Such cooperation should be covered by written agreements setting forth the arrangement agreed upon and signed by the State station director and the bureau chief concerned. Signature should mean agreement and administrative obligation not only to carry out its terms but active administration in adjusting details among the workers to promote harmony.

2. Research within the State but not within the field ordinarily covered by the State station.

In case of Departmental research contemplated within one or more States but outside the scope of activities of the State station or stations in question, the Department will communicate with the State station or stations with a view to opening the way for any incidental cooperation in the research that might be found practicable. While investigations relating to regulatory problems may occasionally need to be developed entirely independently of the State station, there should exist the general understanding that State station workers are welcome to keep in touch with noncooperative as well as with cooperative investigations but the Department should not be expected to furnish special progress reports to the State stations or for initiative in keeping State workers advised of field progress in noncooperative phases of research.

Acknowledgment will be made of help from the State station in arranging cooperation, and for any data, advisory assistance, or facilities furnished, but joint credit, joint administration, or joint approval and publication of results from the national viewpoint should be a

requirement only when the character of participation clearly warrants such formality.

3. Requests for Federal research on individual State problems.

The primary responsibility of the Department of Agriculture is for research on problems regional or national in scope. The Department's policy is to assist the States, as far as feasible, on purely State research problems rather than to undertake independent financing and solution of such problems. As far as practicable proper explanation of this policy will be made to individuals, groups, or organizations who request the Department to undertake research on problems of an individual State, and they will be advised that the Department will communicate with the proper State agency for consultation or cooperation.

Success of this procedure will depend in no small measure upon agreement, harmony, and cooperation between and among State agencies where there is overlapping authority in the broad field covered by research of the Department. The Department is without authority to be restrictive or dictatorial in its relationships contrary to State organization and assignment of functions.

4. Field Headquarters.

In establishing either temporary or indefinite field headquarters for Federal research workers, consultation with the State station would be undertaken promptly to facilitate any direct or incidental cooperative activities and also to determine whether it is practicable for the State station to provide adequate physical plant and suitable facilities for the proposed research and whether the location of the work at the station is likely to prove mutually advantageous. In case a location other than the experiment station is found to be most advantageous for the proposed work, the Department will consult with the State station in arranging for such headquarters facilities with people or agencies of the State at a location satisfactory to the Department, such assistance to be recognized as cooperation by the State station, provided that an assignment of a Federal research worker to any station is understood and recognized by the State station as a temporary arrangement which may be discontinued without prejudice at such time as the research undertaken is completed or will be best advanced by assignment of the individual or individuals to a new location or locations. Cooperation between the Department and the State stations must recognize that the responsibility of the Department is primarily national and regional rather than local, and that to solve a national or regional project may require change in field headquarters.

5. Field stations and field laboratories.

In deciding upon location and in establishing such future field stations and field laboratories as may be deemed necessary for meeting

the responsibilities of the Department in research, arrangement for physical plant facilities will be left to the State station as far as practicable, with the following further general understanding.

- (a) The furnishing of physical plant facilities by the State will be expected for research essentially for the benefit of the State concerned. The investigation will be cooperative as provided for under Recommendation 1.
- (b) In establishing field stations for research primarily on regional and national problems within the scope of the State station, the Department will consult with the State station as to location, and, if practicable, the State through the State station should make available physical plant facilities suitable and so located as to promote the research to best advantage.
- The research projects will be made cooperative according to the general principles of Recommendations 1 and 2, depending upon the character of research, its relationship to State problems and programs of research, and the extent and character of State participation.
- The Federal-State relationships will be agreed upon and set forth in written form for the individual field station.
- (c) Establishing field research stations for the primary purpose of meeting the nonresearch functions of the Department, such as the administration of national forests, administration of public road funds, wild life regulations, and plant and animal quarantines, necessarily will be governed by this major Departmental function. To the extent consistent with this primary function, action will be made in harmony with interests of the State research agencies.
- (d) Field laboratories should not be established by the Department for research on problems of an individual State. Such assistance as may be furnished by the Department should be through the proper State agencies and these agencies should provide laboratory facilities.
- (e) Field laboratories for regional and national research within a State on problems within the scope of State station research will be established by the Department in accordance with principles set forth for corresponding field stations under (b) or (c) above. Cooperative arrangement in the research will be as provided under Recommendation 1.
- (f) In establishing field laboratories for research on national problems outside the field of State station work, an opportunity will be given the State station to cooperate by furnishing laboratory facilities or assisting in securing them from State sources. Cooperative arrangement as to the research will be along lines set forth under Recommendation 2.

Effort will be made by the individual bureau to work out an understanding in writing covering Federal-State relationships for existing field stations and laboratories consistent as far as practicable with principles outlined under Recommendation 5, in case there are any stations or laboratories not now covered by such statements of understanding. Farms and laboratories of the Department near Washington are not under discussion herein.

6. Recognition of research under way or completed.

Failure on the part of research workers to recognize and give due credit to work done or in progress is a source of complaint among research workers. Improvement in this phase of relationships is recognized as an administrative problem for both the Federal and State agencies. As a means of developing greater care in this regard, individual violations of ethical practice should be called to the attention of the bureau chief or State station director by the respective director or Bureau chief concerned. This procedure should be made known to the research staffs and be understood as a means by which they can develop practice satisfactory to the research workers as a group.

(Signed) Nils Olsen
K. F. Kellerman
H. G. Knight, Chairman
J. M. Jardine, Secretary

Committee.

Washington, D. C.
October 6, 1932.

